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ABSTRACT

This report presents a summary status of the National War College's implementation of 41 selected recommendations contained in the April 1989 report of the Panel on Military Education. These recommendations are designed to assist the Department of Defense in improving its officer professional military education programs. It reports that of the Panel's 41 recommendations pertaining to the college, actions have been taken to implement all of them and 32, or 78 percent, have been fully implemented; 4 are partially implemented; and 5 cover areas that are not fully within the college's control. The appendix presents the recommendations along with a characterization of their implementation. It also provides additional details on the college's actions for each recommendation. The Panel's recommendations address the following areas: (1) faculty teaching strategy; (2) faculty qualifications, and student/faculty ratios; (3) student selection; (4) faculty recruitment; (5) faculty development program; (6) incentives to hire civilian faculty; (7) faculty exchange with academies; (8) military student qualifications; and (9) the environment for joint education. Recommendations appear exactly as they appear in the Panel report, and, in most cases, college officials have addressed the entire recommendation. Recommendations whose implementation is not fully within the college's control are identified. In addition, cross-references to related recommendations are provided when responses are similar. (GLR)

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United States General Accounting Office

GAO

Report to the Chairman, Panel on Military Education, Committee on Armed Services, House of Representatives

June 1992

MILITARY EDUCATION

Implementation of Recommendations at the National War College

HE 0235-687

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United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-248318

June 18, 1992

The Honorable Ike Skelton
Chairman, Panel on Military Education
Committee on Armed Services
House of Representatives

Dear Mr. Chairman:

In response to your request, we have examined various issues relating to the professional military education activities at the National Defense University located at Fort McNair, Washington, D.C. The subject of this report is the National War College, one of three schools comprising the university. The report addresses the National War College's implementation of 41 selected recommendations[1] contained in the April 1989 report of the Panel on Military Education.

These recommendations were developed to assist the Department of Defense (DOD) in improving its officer professional military education (PME) programs. This report continues the series of reports addressing the nature and extent of actions DOD took in improving its officer education at the service and joint schools. (See "Related GAO Products" at the end of this report.)

Background

A primary objective of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 was to strengthen joint and combined operations of the various military services. To fulfill this objective, the House Armed Services Committee established the Panel on Military Education in November 1987 to report its findings and recommendations regarding DOD's ability to develop joint specialty officers (JSO) through its professional military education systems.

The Chairman, Joint Chiefs of Staff (CJCS), established policies, programs, guidelines, and procedures concerning joint PME. The Chairman's Memorandum 344-90, Military Education Policy Document (MEPD), issued in May 1990, contains this guidance. While Panel recommendations are advisory, military education institutions are required to incorporate the Chairman's guidance into their own education systems.

[1]These include three recommendations the Panel identified as key and are contained in the executive summary to its report.

The PME system is comprised of eight service schools. These are divided equally between intermediate and senior levels depending on the rank of the military student body. In addition, there are three joint schools. The latter are, by law, joint in their mission and orientation. The joint schools are under the aegis of the National Defense University (NDU). Two, the National War College and the Industrial College of the Armed Forces, are located at Fort McNair, Washington, D.C. The third school, the Armed Forces Staff College, is located in Norfolk, Virginia.

The National War College (college) has 39 full-time faculty members, seven of whom are agency representatives. There are 21 military faculty members with approximately equal representation from the land, sea, and air services. Total enrollment for academic year 1991-92 is 170 students divided into 12 seminars or classrooms, each accommodating approximately 15 students. Each service is about equally represented by senior military students who account for 75 percent of the student body. The balance (25 percent) is comprised of civilians and two members of the Coast Guard. The 1991-92 academic year started in August 1991 and will end in June 1992.

Results in Brief

Of the Panel's 41 recommendations pertaining to the college, actions have been taken to implement all of them and 32, or 78 percent, have been fully implemented. These include two key recommendations on establishing a PME framework and hiring quality faculty. The college has successfully used a special additional hiring authority to maintain quality civilian faculty.

The remaining nine recommendations are partially implemented. Four of these (including one key recommendation) pertain to letter grades. Instead of letter grades as the Panel recommended, the college uses a detailed evaluation system to assess each student as being above, having met, or being below standards. College officials stated that assigning students a single letter grade is not a comprehensive evaluation technique and would not adequately measure competence and achievement of academic objectives. They added that letter grades are not appropriate given the level and character of education at the college.

The other five partially implemented recommendations cover areas that are not fully within the college's control. These areas include: (1) student to faculty ratios; (2) completing a service intermediate school before attending a joint school; and (3) officers in the professional

categories—such as lawyers and doctors—being assigned to joint duty positions after graduation.

While the college selects its own military faculty from a pool of qualified candidates, it does not have the authority to establish the total number of faculty positions. This number is determined in coordination with the services. In addition, the individual services select military students. As a result, the college cannot ensure that incoming military students are graduates of a resident intermediate service school. Similarly, the college does not control student assignments after graduation.

There are no recommendations that have not been implemented.

Appendix I presents the recommendations along with our characterization of their implementation. It also provides additional details on the college's actions for each recommendation.

Scope and Methodology

We focused on Panel recommendations that dealt with either the National War College or senior PME schools, since the college is attended by senior military officers. We then selected those recommendations that the college was either directly responsible for or played a role in implementing.

We determined the status of each recommendation by interviewing appropriate college and NDU officials, examining pertinent supporting documents, and considering the college's methodology in developing the supporting data. This enabled us to characterize the recommendation as implemented, partially implemented, or not implemented.

The Panel report contained several recommendations dealing with the National War College and its role in the proposed National Center for Strategic Studies. Those recommendations will be addressed in a separate future GAO report that reviews NDU's Institute for National Strategic Studies.

We performed our review from October 1991 through March 1992 in accordance with generally accepted government auditing standards. As requested, we did not obtain formal comments. However, the views of responsible college and NDU officials were sought during the course of our work and included in the report where appropriate.

We are sending copies of this report to other appropriate congressional committees; the Secretaries of Defense, Army, Navy, and Air Force; the Commandant of the Marine Corps; the President of the National Defense University; the Commandants of the National War College, Industrial College of the Armed Forces, and the Armed Forces Staff College; and the intermediate and senior service schools. Copies will also be made available to others upon request.

Please contact me at (202) 275-3990 if you or your staff have any questions. Major contributors to this report are George E. Breen, Jr., Assistant Director; Frank Bowers, Assignment Manager; and Meeta Sharma, Evaluator-in-Charge.

Sincerely yours,

Paul L. Jones
Director, Defense Force Management
Issues

Contents

Letter 1

Appendix I Status of the National War College's Implementation of Recommendations Made by the Panel on Military Education 8

Glossary 45

Related GAO Products 48

Tables

Table I.1: Summary of the College's Implementation of Recommendations 8
Table I.2: Service Representation Among the Faculty for Academic Year 1991-92 17
Table I.3: Military Faculty Qualifications 18
Table I.4: Service Representation Among the Student Body for Academic Year 1991-92 19
Table I.5: Number of Military Students in Academic Year 1991-92 With an Intermediate or Senior Service School Diploma 20

Figures

Figure I.1: Student/Faculty Ratios 24
Figure I.2: Amount of Active Versus Passive Learning for Academic Year 1991-92 41

Abbreviations

AFSC	Armed Forces Staff College
CJCS	Chairman, Joint Chiefs of Staff
DOD	Department of Defense
ICAF	Industrial College of the Armed Forces
JSO	joint specialty officer
MEPD	Military Education Policy Document
NWC	National War College
NDU	National Defense University
PME	professional military education

Status of the National War College's Implementation of Recommendations Made by the Panel on Military Education

This appendix summarizes the actions the National War College has taken in response to 41 Panel recommendations. Table I.1 provides our summary of the status of these recommendations.

For purposes of this report, we have numbered each Panel recommendation sequentially, from 1 to 41. We identify the subject area of the recommendation and present the actual wording of the recommendation, with the same sequencing as it appears in the Panel report. After each recommendation, we cross-reference to the location of the recommendation in the Panel report. For example, key 1 is the first recommendation in the executive summary that contains the key recommendations. Chapter 4, recommendation 1 is the first recommendation in chapter 4.

The recommendations appear here exactly as they appear in the Panel report, and, in most cases, college officials have addressed the entire recommendation. For those recommendations with multiple parts, however, we have underlined the applicable parts that college officials addressed.

Next, we characterize each of the recommendations as implemented, partially implemented, or not implemented. We also identify recommendations whose implementation is not fully within the college's control. An elaboration of the characterization is provided in the section marked "status." In addition, cross-references to related recommendations are provided when responses are similar.

Table I.1: Summary of the College's Implementation of Recommendations

No.	Panel report[a]	Subject	Status of recommendations[b]	Page
1	Key 1	Establishing framework for education	I	10
2	Key 2	Faculty quality	I	10
3	Key 9	Frequency and grading of examinations and papers	PI[d]	12
4	I-1	Focus of educational framework	I	13
5	II-5	Faculty teaching strategy	I	13
6	III-5	Joint doctrine development	I	14
7	III-6	Military faculty mix	I	15
8	III-7	Faculty qualifications and student/faculty ratios	PI[c]	16
9	III-8	Student mix	I	17
10	III-9	Prerequisite for joint education	PI[c]	18

(continued)

No.	Panel report[a]	Subject	Status of recommendations[b]	Page
11	III-10	Reporting on faculty/student selection criteria and policies	I	20
12	III-12	Environment for joint education	I	21
13	III-13	Student/faculty ratios	PI[c]	22
14	IV-1	Focus of strategy by school	I	23
15	IV-7	Standards for joint education	I	25
16	IV-9	Participants in joint doctrine development	I	26
17	IV-10	Military faculty mix	I	26
18	IV-12	Recruiting competent joint school faculty	I	26
19	IV-13	Student mix	I	27
20	IV-16	Responsibility for joint education	I	27
21	V-1	Recruiting and maintaining quality faculty	I	27
22	V-2	Specialists/career educators	I	29
23	V-4	Faculty development program	I	29
24	V-5	Cadre of career educators	I	30
25	V-7	Joint duty credit	I	30
26	V-8	Retired officers and dual compensation law	I	31
27	V-9	Civilian faculty credentials	I	31
28	V-10	Advanced degrees for senior school faculty	I	32
29	V-11	Incentives to hire civilian faculty	I	33
30	V-12	Student/faculty ratios	PI[c]	33
31	V-13	Faculty exchange with academies	I	34
32	V-14	Commandant selection	I	34
33	V-15	Commandant's tour length	I	34
34	V-16	Commandant/President as general/flag officer and involvement in instruction	I	35
35	V-17	Commandant involvement in student selection	I	36
36	V-18	Military student qualifications	I	36
37	V-21	Officers in professional category attending joint schools	PI[c]	37
38	V-23	Active/passive instruction and grading	PI[d]	37

(continued)

No.	Panel report[a]	Subject	Status of recommendations[b]	Page
39	V-24	Rigorous performance standard	PI[d]	38
40	V-25	Evaluation of examinations and papers	PI[d]	39
41	V-26	Distinguished graduate program	I	40

[a]Key recommendations are those recommendations that the Panel identified as key in the report's executive summary. Recommendation I-1 appears in Panel report, chapter I, entitled, "Introduction." Recommendation II-5 appears in Panel report, chapter II, entitled, "Educating Strategists." Recommendations III-5 through III-13 appear in Panel report, chapter III, entitled, "An Expanded Role for Joint Education." Recommendations IV-1 through IV-16 appear in Panel report, chapter IV, entitled, "Realigning Professional Military Education." Recommendations V-1 through V-26 appear in Panel report, chapter V, entitled "Quality."

[b]= Status of recommendations:
I = Implemented
PI = Partially implemented

[c]These recommendations are beyond the college's ability to implement unilaterally.

[d]These recommendations are partially implemented because the college does not use letter grades as recommended by the Panel.

Recommendation Number 1

Establishing Framework for Education

Establish a PME framework for Department of Defense schools that specifies and relates the primary educational objectives at each PME level. (Key 1, Panel Report, p. 2.)

Status: Implemented.

Chairman, Joint Chiefs of Staff, (CJCS) has established a professional military eduction (PME) framework that incorporates the Panel recommendation. The framework is described in the Military Education Policy Document (MEPD), published in May 1990, which defines the Chairman's objectives and policies regarding DOD schools. It also identifies the responsibilities of major participants in the military education system in carrying out education objectives. Specifically, the MEPD identifies the levels of military education as well as the primary education focus at each level.

The National War College's (college) mission is to prepare future leaders of the armed forces, State Department, and other civilian agencies for high-level policy, command, and staff responsibilities by conducting a senior-level course of study in national security strategy. The college is a

joint school focusing on national security policy and strategy from a joint, multiservice perspective.

Recommendation Number 2

Faculty Quality

Improve the quality of faculty (1) by amending present law to facilitate hiring civilian faculty and (2) through actions by the Chairman, JCS, and the service chiefs to ensure that only high-quality military officers are assigned to faculties. (Key 2, Panel Report, p. 3.)

Status: Implemented.

The National Defense Authorization Act for Fiscal Years 1990 and 1991 gave the Secretary of Defense hiring authority, known as Title 10, to employ as many civilian faculty members at the National Defense University (NDU) as the Secretary considers necessary. Under Title 10, the Secretary of Defense also has the authority and flexibility to prescribe compensation levels. This authority has, in turn, been delegated to CJCS and redelegated to the President, NDU.

CJCS supported relief from the civilian hiring freeze and approved the use of Title 10 to hire a total of 16 civilians, 10 of whom were designated for the National War College. The college began using Title 10 in fiscal year 1991. Of the 11 civilian professors, the 3 selected most recently were hired using Title 10 authority. These faculty members are nationally recognized experts in their respective fields and possess teaching and policymaking experience. College officials stated that the newly hired civilians enhance the overall quality of the college's faculty. The college intends to hire seven additional civilians in fiscal year 1992.

Civilian faculty are awarded a 3-year renewable contract to minimize faculty turnover. There was no civilian faculty turnover in academic year 1991-92. Moreover, college officials stated that they are pleased with Title 10, which allows them to compete with civilian education institutions in hiring civilian faculty.

In addition, the college faculty has six to seven representatives from agencies such as the State Department for 2-year assignments. These faculty members possess expertise, specifically in development and

implementation of U.S. foreign policy. One civilian faculty member also occupies the recently established distinguished visiting professor chair.

Military faculty are recruited both through requisitions to the services and through personal contacts. Each service has a specified number of faculty positions and nominates officers to fill them. Another source of military faculty is the graduating student body. In 1989, 1990, and 1991, one graduate from each class was retained.

To ensure high-quality military officers are assigned to its faculty, the college has established selection committees to review candidates. All military faculty candidates, including graduating students, are evaluated according to criteria stated in the MEPD that include experience in operations, strategy, and joint matters, teaching experience, and strong academic credentials. In addition, the college emphasizes prior teaching experience. About 62 percent of the military faculty members have prior teaching experience.

Most military faculty are assigned a teaching tour of 3 years with a possibility of extension. Several military faculty members have served at the college for 5 years or longer. According to college officials, about one in seven military faculty nominees was selected in academic year 1991-92.

Recommendation Number 3

Frequency and Grading of Examinations and Papers

Require students at both intermediate and senior PME schools to complete frequent essay-type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by faculty. (Key 9, Panel Report, p. 7.)

Status: Partially Implemented.

The college does not administer examinations. College officials stated that the current methods of measuring subject mastery—seminars, exercises, case studies, simulations, essays, and presentations—are more effective in assessing how well students integrate and synthesize material learned. They added that standardized examinations could force a set of school solutions and discourage creative approaches.

A major component of the college's curriculum is its research and writing program. Students complete a variety of writing assignments tied to the curriculum learning objectives.

Core course writing requirements total about 25 to 30 pages per semester. Students write analytical essays of 8 to 10 pages for each of the three courses taught in the first semester of the core curriculum. In the second semester, students write an 8- to 10-page paper on a global, regional, or national issue as well as a major 10- to 12-page essay on a military strategy topic. In addition, they write a number of 2- to 3-page issue or point papers.

Students may also elect to write a long 25- to 30-page essay in each semester in lieu of the shorter papers due in the core program. In addition to the core curriculum, the college offers advanced studies or electives. More than half of the advanced studies also require papers five to seven pages long. Each student must take at least four advanced studies courses. In lieu of an advanced study course, students may write an individual research project of 20 to 25 pages under faculty supervision.

Faculty members critique and provide feedback on all papers. Instead of being given letter grades, as the Panel suggested during various hearings, students are evaluated according to three standards: above, met, or below standards for a National War College student. In addition, the top two students are identified in each seminar. From this group, the top 10 percent of the class graduates with distinction. (See recommendation number 39 for more information on the student evaluation system.)

There are also a variety of writing competitions and awards for writing excellence available to students throughout the year. Each year, National War College students compete with all other senior service schools for awards in the CJCS Strategy Essay Competition. For academic year 1990-91, two War College student papers were selected as distinguished essays in this competition. Another seven were accepted for publication in major journals.

Recommendation Number 4

Focus of Educational Framework	The Department of Defense should develop and implement a clear and coherent conceptual framework for the professional military education school system. The framework should have distinct primary teaching objectives. It should clearly distinguish and relate the role of each of the 10 PME schools plus general/flag officer courses. Each level of schooling and each school should have a primary focus that provides students with a foundation for future growth through experiences and operational and staff assignments and through additional education at high-level PME schools. (Chapter I, No. 1, Panel Report, p. 21.)
Status: Implemented.	Actions to implement this recommendation are discussed in recommendation number 1.

Recommendation Number 5

Faculty Teaching Strategy	The faculty teaching strategy should consist of civilian educators, active duty and retired military specialists, and former senior military officers. To ensure that students have access to the depth of knowledge that only a career of scholarship in a particular area can produce, respected civilian educators who are recognized experts in specific disciplines related to the teaching of strategy should be faculty members at senior schools. Active duty and retired military officers with actual experience in the strategic arena are also needed for strategy instruction. Finally, a few carefully selected retired three- and four-star officers can contribute significantly to the teaching of operational art, campaign analysis, national military strategy, and national security strategy. (Chapter II, No. 5, Panel Report, p. 41.)

Status: Implemented.

Since the college's mission, curriculum, and research efforts focus on national security strategy and policy, virtually all faculty members teach strategy. College officials stated that faculty are internationally recognized in their respective fields of expertise. Along with military faculty, civilian faculty continue to research and publish books and articles in journals such as Foreign Policy, Comparative Strategy, and Current History. They also participate in professional conferences and consult with the Joint Staff and DOD on policy matters. College officials also stated that their faculty was frequently consulted on strategy issues during the Gulf War. (Recommendation number 27 discusses civilian faculty credentials in greater detail.)

The college also recognizes the contribution senior military officers have made to the subject of strategy. Each academic year, the college hosts a number of selected three- and four-star retired as well as active duty officers as guest lecturers. As part of NDU's Distinguished Lecturer Program, speakers for academic year 1991-92 include the following:

- Chairman, JCS,
- each of the three service chiefs and the Commandants of the Marine Corps and Coast Guard,
- Assistant to the President for National Security Affairs,
- a senior British military leader, and
- a prominent industrialist and business leader.

Recommendation Number 6

Joint Doctrine Development

The Chairman, JCS, should assign the joint schools a major share of the responsibility for developing joint doctrine and related joint knowledge. (Chapter III, No. 5, Panel Report, p. 81.)

Status: Implemented.

A memorandum of understanding exists between NDU and the Joint Doctrine Division of the Joint Staff on the college's role in doctrine development. This memorandum articulates the role NDU plays in assisting in the development of joint doctrine. Among other things, the college, as part of NDU:

- is represented at Joint Doctrine Working Parties and Review Groups,
- evaluates joint doctrine publications and research proposals,
- recommends new doctrinal projects, and
- subscribes to the Joint Electronic Library to facilitate joint doctrine instruction and learning.

Approximately 90 percent of the college's military faculty has previous joint or combined experience, including direct experience in developing joint doctrine. College officials state that faculty members have also

- reviewed and commented upon principal joint publications,
- collaborated with the author of Joint Pub 1—CJCS' statement on doctrine—and developed the professional reading list,
- participated in joint and defense studies of major security issues, and
- discussed joint doctrine with students.

Recommendation Number 7

Military Faculty Mix

The mix of military faculty from each military department is a key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military departments. For other schools, representation from each department should eventually be substantially higher than today. These standards should apply to the entire active duty military faculty, not some fraction designated as a nominal "joint education" department. (Chapter III, No. 6, Panel Report, p. 82.)

Status: Implemented.

The college uses a similar definition for faculty as found in the MEPD. Faculty refers to those members who instruct, conduct research, or develop curriculum on a full-time basis. It excludes administrators, staff, visiting civilian professors, and agency representatives who either teach part time or are assigned to the college on a short-term basis.

Both the Panel and the MEPD recommend equal representation from each military department. Each of the three military departments is represented on the college faculty, as shown in table I.2. The number of authorized

faculty positions is not within the college's control. It is established by the individual services.

Table I.2: Service Representation Among the Faculty for Academic Year 1991-92

Department	Number authorized	Number assigned	Percent of assigned
Army	7	8[a]	38
Navy/Marine Corps	7	7	33
Air Force	6[b]	6	29
Total	**20**	**21**	**100**

[a]The college was originally authorized and assigned seven Army faculty positions. However, during the academic year, one Army colonel from the NDU staff transferred to the college, thereby increasing the assigned faculty to eight.

[b]Several years ago, the Air Force had seven authorized positions, thereby complying with the MEPD. This would have resulted in equal representation from all three military departments. The Air Force position was lost as a result of force reductions. CJCS is continuing its efforts to restore this position.

Recommendation Number 8

Faculty Qualifications and Student/Faculty Ratios

Ideally, each military member of a joint faculty should have completed the intermediate service and joint schools and have had joint duty experience. In future years, joint specialist education should increasingly be taught by fully qualified JSOs. The faculties at the joint schools should be at least comparable to those at the best service schools in terms of experience, educational background, promotion opportunity, academic stature, and student/faculty ratio. (Chapter III, No. 7, Panel Report, p. 82.)

Status: Partially Implemented.

The MEPD outlines criteria to be considered when selecting military faculty. These criteria, which are consistent with the Panel's, include recent relevant operational experience, functional area and subject matter expertise, joint experience, strong academic credentials, and prior teaching experience. Most of the faculty meet at least one of the three criteria specified in the Panel recommendation, as shown in table I.3. In addition, 81 percent are JSOs, defined as officers who are educated and experienced in strategy formulation and combined military operations to achieve national security objectives. Almost all the faculty have advanced degrees.

Table I.3: Military Faculty Qualifications

Panel criteria	Number of officers	Percent
Completed an intermediate or senior service school	15	71
Completed a joint school	16	76
Possess joint experience	19	90
Meet all three of the above	11	52

College officials stated that, for the last 3 academic years, there were four military faculty members eligible for promotion and each was promoted. The faculty's academic stature is enhanced by research, publishing, and participation in conferences and symposia.

The college's student/faculty ratio exceeds both the Panel and MEPD goal of between 3 and 4 to 1. For academic year 1991-92, there are a total of 170 students and 32 full-time faculty, giving a ratio of 4.4 to 1. Since the services determine the number of authorized faculty positions as well as student selection, the college does not fully control the ratio. The student/faculty ratio is discussed in recommendation number 13 in greater detail.

Recommendation Number 9

Student Mix

The mix of students from each military department is another key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military departments. For other schools, representation from each department in the entire student body should eventually be substantially higher than today. In addition, the student body mix should consist of students of equally high caliber from each military department. Finally, each service should provide a representative mix of students from all combat arms branches and warfare specialties. (Chapter III, No. 8, Panel Report, p. 82.)

Status: Implemented.

A total of 170 students is enrolled at the college for academic year 1991-92. Of this number, 24 percent are civilians at the grade of GS14/15 or FS-01. Another 75 percent are military personnel at the rank of colonel/captain and lieutenant colonel/commander. The remaining 1 percent is comprised of two members of the Coast Guard. About 79 percent of the student body has an advanced degree.

Both the Panel and the MEPD specify that the student body composition be one-third from each military department. For the 1991-92 academic year, the student mix approximates this goal, as shown in table I.4.

Table I.4: Service Representation Among the Student Body for Academic Year 1991-92

Department	Number of students[a]	Percent
Army	44	34
Navy/Marine Corps	39	31
Air Force	45	35
Total	**128**	**100**

[a]These figures include five members of the reserves and National Guard. Excluded are 40 civilians and two members of the Coast Guard.

In addition, college officials stated that these students provide a representative mix of combat arms branches and warfare specialties. They added that students from each of the military departments are of equally high caliber and lend a joint perspective to the seminars.

Recommendation Number 10

Prerequisite for Joint Education

The Department of Defense should use the following prerequisites as a guide for selecting joint specialist nominees for joint education: top quarter of their year group, competent and experienced in their own service, high intellectual capacity, basic understanding of the mutual interdependence of the services, and broad education. Students attending joint specialist education should have attended a service intermediate school. (Chapter III, No. 9, Panel Report, p. 82.)

Status: Partially Implemented.

The services assign military officers to the college. Consequently, the college does not have full control over the implementation of this recommendation.

The college does, however, help set qualifications for attendance. As a general rule, the students have had 18 to 20 years' experience and have served in senior staff or command positions. They generally fall within the top 10 to 15 percent of eligible officers in any given promotion cycle.

An officer's selection potential as a National War College student is enhanced by a recent operational tour especially at a command level, previous joint experience, intermediate service school attendance, a graduate degree, and promotion potential. The MEPD's selection criteria for military students take educational background into consideration but does not make it a prerequisite.

For civilian students, the college examines their background and credentials to ensure they have comparable level of experience, preparation, and potential as their military counterparts.

Table I.5 shows that a total of 108 out of 128 military students have completed either a service intermediate or senior school. Specifically, about 74 percent are intermediate school graduates.

Table I.5: Number of Military Students in Academic Year 1991-92 With an Intermediate or Senior Service School Diploma

Service	Number of military students	Number with diplomas
Army	44	44
Navy	28	10
Marine Corps	11	9
Air Force	45	45[a]
Total	**128**	**108**

[a]This includes students who completed PME by seminar or correspondence.

College officials attribute the relatively low number of diplomas for Navy students to the nature of a naval assignment. Operational requirements combined with serving on major staffs minimize the opportunity for naval officers to attend a service intermediate school. According to the college, future intermediate school attendance figures for the sea service should approach those for the other two services.

Recommendation Number 11

Reporting on Faculty/Student Selection Criteria and Policies

The Chairman, JCS, should control the joint schools and the joint portions of the service schools by Secretary of Defense direction. Schools that educate joint specialists should be responsive to the needs of the Chairman and, through him, to the commanders of the unified and specified commands. Curricula should change if deficiencies in the knowledge or abilities of the schools' graduates are identified. The Chairman, JCS, should revise faculty and student selection criteria and policies as necessary to ensure high quality for joint education. The joint school commandants should periodically report on the effectiveness of the criteria and policies. (Chapter III, No. 10, Panel Report, p. 82.)

Status: Implemented.

The MEPD requires the President, NDU, to submit a written annual report to CJCS. This report covers the joint colleges and other activities within the President's area of responsibility. It includes a detailed discussion of curricula, students, faculty, research, resident and nonresident programs, administration, and current and planned operations. In addition, the President, NDU, annually submits a report to CJCS containing profiles of War College students to ensure they meet the MEPD's selection criteria. There is also the Military Education Coordination Conference and NDU is a primary contributor. CJCS relies upon the President of NDU to provide recommendations, opinions, and proposals relating to joint PME.

In addition, students evaluate the curriculum at the end of each course. Students provide feedback on course objectives and length, topic relevance, teaching methods, reading materials, and guest speakers. A more comprehensive curriculum evaluation takes place at the end of the academic year. Students comment upon various aspects of the entire curriculum including the core program, advanced studies, research and writing, and regional studies. This comprehensive evaluation also takes into account quality of instruction, faculty counseling, and academic rigor. The curriculum is updated annually to reflect student evaluations and current events.

In the fall of 1991, the college administered a survey for curriculum validation purposes. The survey was taken of graduates of the classes of 1987 and 1990 to cover various levels of operational experience. Graduates evaluated the curriculum's value and quality of instruction in

preparing them for their assignments. Over 90 percent of the respondents praised the program highly. They indicated they were able to apply the skills and general knowledge acquired in the core curriculum and that it gave them a broader and deeper perspective.

A similar survey was sent to 31 military and civilian supervisors of the college graduates. These included members of the Joint Staff, Office of the Secretary of Defense, the unified and specified commands, service staffs, and civilian agencies. The respondents were asked to evaluate how well college graduates were prepared for their assignments, given the college's mission. The responses were generally favorable and cited promotion to key leadership positions as an indicator of the curriculum's quality. Also mentioned were some areas, such as new roles for the military, in which additional background would be beneficial.

Recommendation Number 12

Environment for Joint Education

Joint specialist education should be conducted in schools that are genuinely "joint"; that is, in an environment in which the military departments are equally represented and service biases minimized, and in which the joint curriculum is taught from a joint perspective—that of the Chairman of the Joint Chiefs of Staff, a commander of a unified command, or a contingency joint task force commander at the 3-star level. (Chapter III, No. 12, Panel Report, p. 83.)

Status: Implemented.

The War College meets the Panel's criteria for jointness in curriculum, faculty, and students. While the entire program can be considered joint, specifically, about 40 percent of the core curriculum meets the MEPD's program for joint education. All three military departments are approximately equally represented in the faculty and student body. In addition to multiservice representation, civilians are also included in the faculty and student composition.

Recommendation Number 13

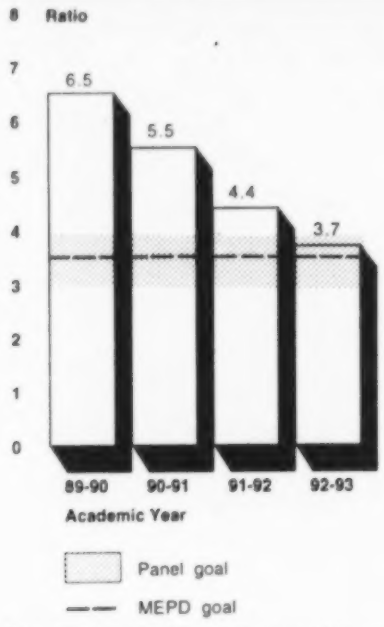
Student/Faculty Ratios

The joint schools of the National Defense University require more attention by the joint institutions they service. The NDU schools essentially meet Panel standards for faculty and student mix necessary to educate joint specialty officers. The faculty and student composition at the joint schools is ideal for studying joint operations, national military and national security strategy, and political-military affairs. The joint schools have the potential to fulfill the expectations of those who learned about jointness the hard way in World War II. In comparison with service colleges, however, the joint colleges have small faculties and high student/faculty ratios. The joint schools should have sufficiently low student/faculty ratios to permit faculty members to assist in the development of joint doctrine and to create teaching materials on joint subjects for use in both joint and service schools. As a minimum, student/faculty ratios and resources devoted to the joint schools should equal those at the Army, Navy, and Air Force PME colleges. The service chiefs should contribute by providing more high-quality officers with joint, operational and subject-matter expertise. (Chapter III, No. 13, Panel Report, p. 83.)

Status: Partially Implemented.

Figure I.1 shows that the college's student/faculty ratio for academic year 1991-92 is 4.4 to 1. This ratio exceeds that of the Panel and MEPD. However, based on data provided by the college, the ratio has improved over the past 3 academic years. For academic year 1992-93, the college expects further improvement with the planned addition of seven civilian faculty. The college does not fully control the student/faculty ratio. The services authorize the number of faculty positions and select students.

Figure I.1: Student/Faculty[a] Ratios



[a]Faculty refers to those members who instruct, conduct research, or develop curriculum on a full-time basis. Seven agency representatives are also included for academic years 1991-92 and 1992-93.

Recommendation Number 14

Focus of Strategy by School

The Secretary of Defense, with the advice and assistance of the Chairman, JCS, should establish a clear, coherent conceptual framework for the PME system. The primary subject matter for PME schools and, consequently, the underlying theme of the PME framework, should be the employment of combat forces, the conduct of war. Each element of the PME framework should be related to the employment of combat forces. The primary focus for each school level should be stated in terms of the three major levels of warfare, that is, tactical, theater (operational), and strategic. Each school level should be responsible for a specific level of warfare as follows:

Flag/General Officer . . . . . National Security Strategy
Senior . . . . . National Military Strategy

Intermediate . . . . . Combined Arms Operations and Joint Operational Art
Primary . . . . . Branch of Warfare Specialty

- At the primary level an officer should learn about, in Army terms, his own branch (infantry, armor, artillery, etc.) or in Navy terms, his warfare specialty (surface, aviation, and submarines).
- At the intermediate level, where substantial formal joint professional military education begins, an officer should broaden his knowledge to include both (1) other branches of his own service and how they operate together (what the Army calls "combined arms" operations) and (2) other military services and how they operate together in theater-level warfare (commonly referred to as "operational art"). The service intermediate colleges should focus on joint operations from a service perspective (service headquarters or service component of a unified command); AFSC should focus from a joint perspective (JCS, unified command, or joint task force).
- At the senior level, an officer should broaden his knowledge still further to learn about national strategy and the interaction of the services in strategic operations. The senior service schools should focus on national military strategy. The National War College should focus on national security strategy, not only the military element of national power but also the economic, diplomatic, and political elements. Graduates of service war colleges should attend the senior joint school. (Chapter IV, No. 1, Panel Report, pp. 125-126.)

Status: Implemented.

The college is organized into two departments: Department of National Security Policy and Department of Military Strategy and Operations. The college's curriculum is devoted to all aspects of national security strategy and policy from a joint perspective. The academic program consists of prescribed core courses, advanced studies (electives), and regional studies.

The core curriculum is required of all students and covers the development and implementation of national security policy and strategy. It addresses the domestic and international contexts in which policy and strategy are developed, examines the national security decision-making process, and focuses on the formulation and conduct of national security strategy, military strategy, and joint operations. The core program ends with a series of exercises, some conducted jointly with the Industrial College of the Armed Forces (ICAF). In these exercises, students apply their cumulative

knowledge and develop a national security and military strategy, design a military force, and test the force in a crisis scenario.

The advanced studies program complements the core curriculum. The college offers a wide range of courses allowing students to broaden and deepen their study. Students must take at least four such courses. They may also take courses taught by ICAF or other NDU organizations including professors from the Institute for National Strategic Studies.

The college conducts a regional studies program throughout the year. It culminates towards the end of the academic year with a 2-week visit to an overseas region where students meet with key leaders, foreign affairs officials, and senior military officers. These individuals offer students a first-hand account of their security policies and concerns, military capabilities, and perceptions of U.S. policy.

Students' PME background is covered in recommendation number 10 in greater detail.

Recommendation Number 15

Standards for Joint Education

Schools that provide joint specialist education should meet four standards:

(a) A curriculum that focuses on joint matters as defined in Chapter III.
(b) A faculty with equal representation from each military department.
(c) A student body with equal representation from each military department.
(d) Control exercised by the Chairman, JCS. (Chapter IV, No. 7, Panel Report, p. 127.)

Status: Implemented.

The National War College is a senior-level joint school offering all the elements of jointness specified in this recommendation. Given its mission, the college emphasizes national security strategy and policy from a joint multiservice perspective. About 40 percent of its core curriculum meets specific program for joint education guidelines. The faculty and student body are joint and are composed of about equal representation from the land, sea, and air services. CJCS exercises control over the National War

College through the MEPD, which contains the Chairman's policy and guidance on joint PME.

Recommendation Number 16

Participants in Joint Doctrine Development	The Chairman, JCS, should use the joint schools to help develop and assess joint doctrine and related knowledge. (Chapter IV, No. 9, Panel Report, p. 127.)
Status: Implemented.	See recommendation number 6 for detailed information.

Recommendation Number 17

Military Faculty Mix	The military faculties of the joint schools should continue to have equal representation from each of the three military departments. (Chapter IV, No. 10, Panel Report, p. 127.)
Status: Implemented.	See recommendation number 7 for a discussion of the faculty composition for academic year 1991-92.

Recommendation Number 18

Recruiting Competent Joint School Faculty	The most difficult task will be recruiting joint school faculty competent to teach joint matters at a level above that of service intermediate and senior colleges. The faculty should include some relatively senior officers with outstanding records and broad operational and joint experience. Substantial numbers of the military faculty should have potential for further promotion. In time, military instructors would ideally come from the JSO ranks. To be competent the faculty must be large enough to

develop joint materials for study and use in the classroom. (Chapter IV, No. 12, Panel Report, p. 128.)

Status: Implemented.

The college's military faculty for academic year 1991-92 is comprised of 19 officers at the rank of colonel/captain and 2 at the lieutenant colonel/commander rank. These officers possess relevant experience in joint matters and policymaking. Furthermore, 17 faculty members, or 81 percent, are JSOs.

College officials stated that all four of the military faculty members eligible for promotion during the past 3 academic years were selected.

Recommendation Number 19

Student Mix

The student bodies of the joint schools should continue to have equal representation from each of the three military departments. (Chapter IV, No. 13, Panel Report, p. 128.)

Status: Implemented.

See recommendation number 9 for a discussion of this recommendation.

Recommendation Number 20

Responsibility for Joint Education

Under the overall authority of the Secretary of Defense, the Chairman, JCS, should control both the National Defense University (NDU) joint schools and the joint portions of the service schools. Making the Chairman responsible for all joint education should maintain a service-responsive school system, retain diversity in the overall education system, and yet ensure that officers have an adequate understanding of joint matters and are fully prepared for joint duty. (Chapter IV, No. 16, Panel Report, p. 128.)

Status: Implemented.

The NDU, of which the National War College is a part, is established under the supervision of CJCS. CJCS' policies for the university as well as the college are laid out in the MEPD. See recommendation number 1 for more information.

Recommendation Number 21

Recruiting and Maintaining Quality Faculty

Faculty is the key element in determining the quality of education in PME schools. To develop an outstanding faculty, the impetus must start at the top. The Chairman, JCS, and the service chiefs must place a very high priority on recruiting and maintaining highly qualified faculty to teach at both joint and service PME colleges. (Chapter V, No. 1, Panel Report, p. 167.)

Status: Implemented.

CJCS places a high priority on faculty quality as articulated through the MEPD. The MEPD lists the following qualifications for military faculty: (1) operational experience, (2) functional area and subject matter expertise, (3) strong academic credentials, (4) prior teaching experience, and (5) joint experience. For civilian faculty, the MEPD states that they should possess the following credentials:

- experienced, well-respected individuals of national stature from academia,
- subject matter specialists from federal departments and agencies,
- promising individuals with doctorates and emerging academic reputations,
- retired military specialists and former senior military officers, and
- possession of a doctorate.

The President, NDU, and the Commandant of the college approve the hiring of military and civilian faculty.

Officials at the college state that they have been very successful in retaining high-quality faculty. In the past 6 years, only two civilian faculty members have left the faculty—one of whom retired.

College officials added that the college has been hurt by the services' selective early release board programs, which have resulted in increased

military faculty turnover and the loss of key faculty. In the last 2 academic years, four officers have left the faculty due to these programs.

The college retains faculty by offering incentives such as the opportunity to research, publish, develop curriculum, and participate in professional conferences and symposia. Faculty also have the opportunity to travel overseas and discuss security policy issues with senior foreign and defense officials. The college is formulating policy that will regularly grant sabbaticals to two faculty members each year. Finally, the college's location in Washington, D.C., is an incentive given its proximity to Congress, the executive branch, the universities, and policy studies institutes in the area. See also recommendation number 2 for more information on faculty recruitment and retention.

Recommendation Number 22

Specialists/Career Educators

The military faculty should include three groups: officers with current, credible credentials in operations; specialists in important functional areas; and career educators. Incentives must exist to attract outstanding military officers in each of these groups. (Chapter V, No. 2, Panel Report, p. 167.)

Status: Implemented.

Each faculty member possesses current operational or policy experience, and 81 percent are JSOs. Functional areas are represented by faculty who have served in the areas of international politico-military affairs, operations and intelligence, and international security policy. There are three military career educators who possess advanced degrees, teaching experience, subject-matter expertise, and have been at the college for 5 or more years. There are no tenured civilian or military faculty at the college but the MEPD specifies that one billet per military department may be designated as an indefinite-length tour.

In addition to the incentives listed in recommendation number 21, military faculty assigned to joint duty positions at the college receive joint duty credit for their teaching tours. Through the indefinite-length tour provision in the MEPD, the college has been able to retain selected military faculty for 5 or more years. This has provided the continuity the Panel sought in maintaining the credibility of PME schools. However, the college has

experienced increased turnover among its military faculty as a result of the selective early release board process. This particularly affects those officers most suited for faculty duty—mid to senior colonels/captains—who qualify for early retirement. (See recommendation number 21 for additional information.)

Recommendation Number 23

Faculty Development Program

The services should develop programs to qualify military faculty members to ensure they are prepared professionally. These programs could include prior graduate education, faculty conferences, and sabbaticals at other institutions. Those military faculty who lack education or teaching experience need the opportunity to participate in a faculty development program to enhance their knowledge and teaching skills prior to assuming responsibilities in the classroom. The panel opposes the widespread practice of retaining graduating officers as faculty for the following year. Graduating students should have additional experience prior to teaching. (Chapter V, No. 4, Panel Report, p. 167.)

Status: Implemented.

The MEPD's guidance on faculty professional development includes opportunities for sabbaticals and continuing education. See recommendation number 21 for more details. Teaching experience and retention of graduating students are covered in recommendation number 2.

Recommendation Number 24

Cadre of Career Educators

The services should develop a cadre of career educators for PME institutions similar to those at West Point. They should have an academic foundation, preferably a doctorate, in the area they are to teach as well as an exemplary military record based on solid performance. Military educators and functional area specialists should be given the opportunity to strengthen their academic credentials, and the careers of the former should be managed like those of other "professional" groups in the military. (Chapter V, No. 5, Panel Report, p. 167.)

Status: Implemented.

The MEPD supports such a cadre and contains provisions for indefinite-length tours for certain faculty positions. See recommendation number 22 for information on career educators.

Recommendation Number 25

Joint Duty Credit

All military faculty at the National Defense University PME schools who meet the joint tour length requirements and teach subjects dealing with joint matters should get credit for a joint duty assignment. In addition, consideration should be given to awarding credit for a joint tour to all exchange (non-host service) military faculty members at service PME schools who meet the joint tour length requirements. (Chapter V, No. 7, Panel Report, p. 167.)

Status: Implemented.

Members of the college's military faculty assigned to joint duty positions receive credit for a joint duty assignment. As of academic year 1991-92, 17 of 21 (81 percent) military faculty members occupy such positions. The college supports the Panel recommendation and has requested joint duty credit for all its faculty positions.

Recommendation Number 26

Retired Officers and Dual Compensation Law

Selected retired officers, particularly senior general and flag officers, could contribute appreciably to the teaching of operational art and military strategy at the war colleges. The dual compensation law should be amended to waive the financial penalties these officers incur by serving their country again. (Chapter V, No. 8, Panel Report, p. 167.)

Status: Implemented.

Although the dual compensation law was not amended, the college uses an equal mix of active duty and retired three- and four-star military officers as guest speakers as part of the curriculum. Each academic year, between 20 and 25 general/flag officers address the student body on various topics related to national security strategy.

Recommendation Number 27

Civilian Faculty Credentials

The PME faculty should have a high-quality civilian component in order for PME schools to attain a genuine "graduate" level of education. The civilian faculty should be a mixture of experienced, well-respected individuals of national stature, who, in combination with outstanding younger Ph.D.s, will provide balance, expertise, and continuity. Civilian professors must continue to research and publish not only to keep themselves in the forefront of their academic field, but also to ensure their academic credibility. The panel believes that civilian faculty are particularly important at senior colleges, where they should make up a substantial portion, perhaps around one-third, of the faculty. (Chapter V, No. 9, Panel Report, p. 168.)

Status: Implemented.

There are 11 civilians on the faculty comprising about a third of the total faculty. For academic year 1992-93, the college plans to hire up to seven additional civilians. Using Title 10 hiring authority, the college has advertised through academic and government channels for faculty in the areas of (1) military history and defense policy/planning, and (2) national security policy.

The high quality of the college's civilian faculty is exemplified by their credentials. Each has a doctorate in accordance with Panel and MEPD criteria. They have also published extensively in the area of national security strategy. For example, one civilian faculty member had the lead article in the fall 1991 issue of Foreign Policy while another serves as editor of two journals. One recently hired civilian professor was awarded a Fulbright Fellowship for research on Latin American affairs during the summer of 1992. Another professor is also the current Deputy Staff Director (Minority) of the Senate Select Committee on Intelligence. Faculty members are also consulted by the Joint Staff, DOD, State Department, and

give public television and radio commentary. Their views were sought particularly during the Persian Gulf War.

The college faculty also has seven agency representatives for 2-year assignments. They provide perspective on the formulation and implementation of U.S. foreign policy. They are nominated by their respective agencies, must meet military faculty selection criteria established in the MEPD, and are approved by the Commandant. These individuals are drawn from the DOD, Department of State, Defense Intelligence Agency, Agency for International Development, Central Intelligence Agency, and U.S. Information Agency. Among the agency representatives are the former U.S. Ambassadors to Iraq and Malta.

In addition, the college established a distinguished visiting professor chair for academic year 1991-92. This chair is filled by a civilian whose areas of expertise include political economy and nuclear strategy. Among other positions, this faculty member served as Professor of Economics at the John F. Kennedy School of Government and has been a consultant to the RAND Corporation, and the Departments of Defense and State.

Recommendation Number 28

Advanced Degrees for Senior School Faculty	As a goal, all members of the faculty at senior schools should have advanced degrees. The panel believes that a doctorate is desirable. (Chapter V, No. 10, Panel Report, p. 168.)
Status: Implemented.	Of the 21 members of the military faculty, 19 or 90 percent have an advanced degree. Specifically, 15 have a master's degree and another 4 have doctorates. All 11 civilian members of the faculty have a doctorate.

Recommendation Number 29

Incentives to Hire Civilian Faculty	Stronger incentives are also needed to attract a high-quality civilian faculty. The law should be amended to give the Secretary of Defense and each service secretary the same flexibility in employing and compensating civilian faculty that the Secretary of the Navy currently has under 10 USC 7478. (Chapter V, No. 11, Panel Report, p. 168.)
Status: Implemented.	The college used Title 10 to hire three civilians in fiscal year 1991 and plans to use this authority to hire up to seven more in fiscal year 1992. See also recommendation number 2 for more information.

Recommendation Number 30

Student/Faculty Ratios	The student/faculty ratios at the professional military institutions should be sufficiently low to allow time for faculty development programs, research, and writing. The panel envisions a range between 3 and 4 to 1, with the lower ratio at the senior schools. The panel also recommends that additional faculty, principally civilian, be provided to the National Defense University schools and that the Secretary of Defense, with the advice of the Chairman, JCS, assure the comparability of the joint and service school student/faculty ratios. (Chapter V, No. 12, Panel Report, p. 168.)
Status: Partially Implemented.	See recommendation number 13 for detailed information.

Recommendation Number 31

Faculty Exchange With Academies	The services should study the feasibility of improving their faculties by using members of the service academy faculties on an exchange basis to teach at PME institutions. (Chapter V, No. 13, Panel Report, p. 168.)
Status: Implemented.	The college has a one-way exchange program with the military academy at West Point. Each academic year, one faculty member from West Point comes to teach at the college. In the last 6 years, four professors have participated in the exchange. However, college officials do not consider it equally beneficial to send their faculty members to the military academy.

Recommendation Number 32

Commandant Selection	The commandant and president positions are so critical that only a service chief or the Chairman, JCS, (for a joint school) should make the selection, including determining the tour length of those selected. (Chapter V, No. 14, Panel Report, p. 168.)
Status: Implemented.	A service chief selects a general/flag officer to serve as Commandant of the college. The selection also requires the concurrence of the other service chiefs and approval of CJCS. The present Commandant is a major general in the Army. He was approved by the former CJCS to serve a 3-year tour, covering academic years 1989 to 1992.

Recommendation Number 33

Commandant's Tour Length	The commandants or presidents of senior and intermediate PME schools should serve a minimum of 3 academic years. During periods of major change in scope, curricula, or purpose at PME schools, commandants should stay longer, perhaps 4 or 5 years. (Chapter V, No. 15, Panel Report, p. 168.)
Status: Implemented.	The Commandant was assigned to the college for academic year 1989-90 and will complete the required 3-year tour at the end of academic year 1991-92. The Commandant stated that a 3-year tour length helps ensure that the officer's operational experience will be recent, thereby lending curriculum credibility. He contrasted the college with a civilian school and added that this is especially important at a PME school where the context of national military strategy and operational art is rapidly changing. According to the Commandant, continuity is preserved through mechanisms such as the college's 5-year plan. This plan establishes the college's objectives for a 5-year period and covers such areas as institutional philosophy, student and faculty composition, academic programs, and resources. It is reviewed annually by the Commandant and the Dean of Faculty and Academic Programs.

Recommendation Number 34

Commandant/President As General/Flag Officer and Involvement in Instruction	Ideally, the commandants or presidents should be general/flag officers with promotion potential, some expertise in education, and operational knowledge. They should become actively involved in teaching the student body. (Chapter V, No. 16, Panel Report, p. 168.)

Status: Implemented.

The Commandant is an Army major general and a graduate of the Army's intermediate service school as well as a distinguished graduate of the National War College. He possesses an advanced degree and has held command and staff positions, giving him broad operational experience in service and joint/combined matters. His position as Commandant is his fifth education-related assignment.

The Commandant is actively involved in student instruction. Twice a year, he teaches part of a core course. The Commandant stated that teaching is one of his vital responsibilities, allowing him to interact with students and evaluate the curriculum. He also maintains formal and informal contact with students and faculty. Throughout the year, he visits student seminars to observe the faculty-student interaction and teaching methods. He then provides feedback to the seminar faculty.

Recommendation Number 35

Commandant Involvement in Student Selection

The services should establish policies to ensure that highly qualified officers are selected to attend PME schools. Each service should have a formalized selection board process at the intermediate and senior school level to ensure that its most deserving officers with clear future potential are designated to attend PME. Such a board process will ensure that the future military leadership is developed through resident PME. The boards, with general/flag officer membership, should be empowered to recommend officers for specific school attendance. Thus, the leadership of the service should determine who attends PME, not assignment officers or detailers acting independently. Although it may require some restructuring of the selection process, consideration should also be given to making commandants and presidents of the PME schools active participants in the process of designating students for specific institutions. (Chapter V, No. 17, Panel Report, p. 168.)

Status: Implemented.

The services continue to select students. However, prior to the start of an academic year, the Commandant works with the services to ensure only highly qualified students representative of the combat arms and support branches are selected to attend the college. This ensures a wide range of experience in student seminars.

In addition, the President, NDU, annually submits a report to CJCS. This report includes profiles of college students to ensure they meet the MEPD's selection criteria.

The Commandant is pleased with the current selection process and does not want the college involved. He added that the college has a high caliber of students who may represent the top 5 percent of their class and must go through a very competitive selection process.

Recommendation Number 36

Military Student Qualifications	The services should ensure that highly qualified officers are selected to attend both joint and sister-service schools. (Chapter V, No. 18, Panel Report, p. 169.)
Status: Implemented.	The student selection process is described in recommendation number 10.

Recommendation Number 37

Officers in Professional Category Attending Joint Schools	The criterion for officers in the professional category attending joint schools should be based on the limited number of joint billets designated for professionals. (Chapter V, No. 21, Panel Report, p. 169.)
Status: Partially Implemented.	Enrollment data for academic years 1988-89 to 1991-92 indicate three students from the medical profession and nine from the legal profession. Of this group, four lawyers were assigned to joint organizations. However, there are no joint duty positions specifically designated for professionals.

Recommendation Number 38

Active/Passive Instruction and Grading

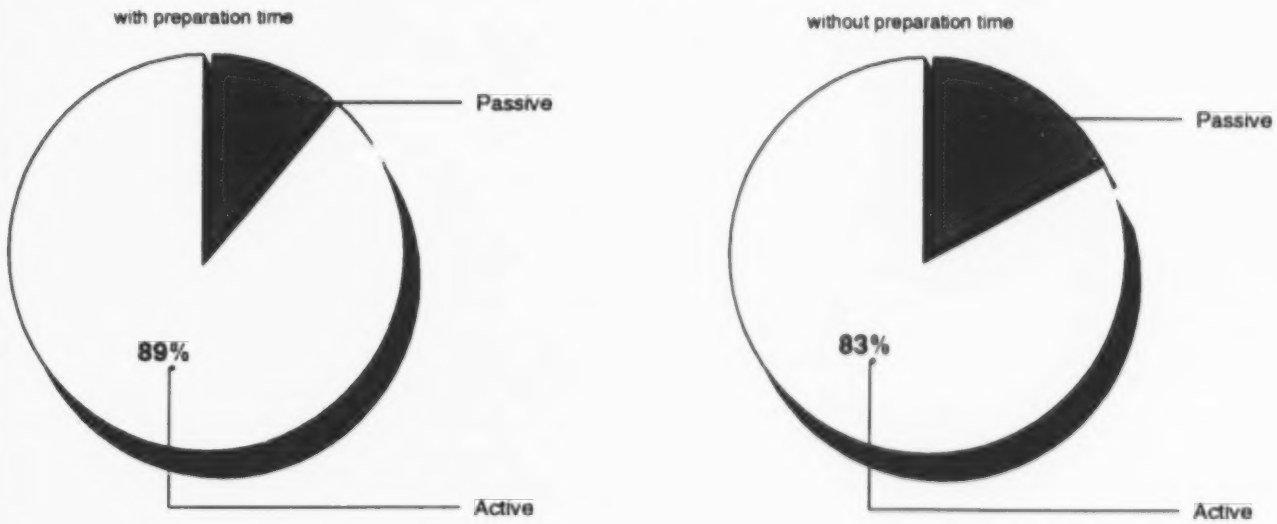
The Chairman, JCS, and service chiefs should review the current methods of instruction at PME schools to reduce significantly the curriculum that is being taught by passive methods (e.g., lectures, films). PME education should involve study, research, writing, reading, and seminar activity - and, in order to promote academic achievement, students should be graded. The commendably low 10-percent passive education for the Army Command and General Staff College sets a goal for the other schools. (Chapter V, No. 23, Panel Report, p. 169.)

Status: Partially Implemented.

For academic year 1991-92, college officials report that 83 percent of the curriculum is active and 17 percent is passive, as displayed in figure I.2. The college's definition of active learning includes seminars, student exercises including a war game, case studies, research, writing, and group study projects. It also includes the question-and-answer segments of lectures and panel presentations.

College officials added that students spend approximately 288 hours on directed readings, research, writing, and seminar preparation. Inclusion of these additional hours would raise the level of active learning to 89 percent. The college defines passive learning as attending lectures, panels, and watching films.

Figure I.2: Amount of Active Versus Passive Learning for Academic Year 1991-92



The college enhanced the academic rigor of its program in academic year 1991-92 by increasing the amount of directed readings from 400 to 600 pages per week. The writing and presentation requirements were also increased. This resulted in a decrease in the number of classroom contact hours and a proportional increase in preparation time.

Although the college evaluates student performance according to established standards, it does not use letter grades as expressed by the Panel during various hearings. Instead, students are evaluated as being above, having met, or being below standards expected of a National War College student. (See recommendation number 3 for additional information on student evaluations.)

Recommendation Number 39

Rigorous Performance Standard

The Chairman, JCS, and each service chief should establish rigorous standards of academic performance. The panel defines academic rigor to include a challenging curriculum, student accountability for mastering this curriculum, and established standards against which student performance is measured. (Chapter V, No. 24, Panel Report, p. 169.)

Status: Partially Implemented.

The college does not give letter grades. The MEPD states that schools should establish student evaluation systems focusing on high academic standards appropriate for graduate-level education. Students are evaluated as being above, having met, or being below standards. Students are rated on the following four dimensions: (1) seminar performance, (2) attitude and group interaction, (3) essay/paper, and (4) oral presentation. Faculty seminar leaders also assess the extent to which students are able to apply the curriculum to the end-of-year exercises. The evaluation form also asks the instructor to identify whether the student is one of the top two students in the core course.

College officials stated that they have a comprehensive evaluation system. The faculty write between 10 and 12 formal student performance evaluation reports on each student over the academic year. Faculty advisors also meet with their students five times or more during the year to review and provide feedback on student performance.

According to the college, none of its students has been disenrolled due to academic failure. This is attributed, in part, to the high quality of students selected to attend. Although academic disenrollment is possible, the evaluation system allows for student counseling and monitoring at the first signs of academic difficulty.

College officials place confidence in their evaluation system based on the high performance and motivation of a carefully selected student body and multiple performance evaluations. They state that a single letter grade is not a comprehensive assessment of student competence and achievement toward education goals. In addition, they consider letter grades inappropriate at this level of PME.

Recommendation Number 40

Evaluation of Examinations and Papers	All intermediate and senior-level PME schools should require students to take frequent essay type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by the faculty. Examinations should test the student's knowledge, his ability to think, and how well he can synthesize and articulate solutions, both oral and written. (Chapter V, No. 25, Panel Report, pp.169-170.)
Status: Partially Implemented.	See recommendation number 3 for details.

Recommendation Number 41

Distinguished Graduate Program	All PME schools should have distinguished graduate programs. These programs should single out those officers with superior intellectual abilities for positions where they can be best utilized in the service, in the joint system, and in the national command structure. (Chapter V, No. 26, Panel Report, p. 170.)
Status: Implemented.	In accordance with the MEPD, the college in academic year 1989-90 reestablished a distinguished graduate program to recognize and encourage student academic achievement. Each year, the college identifies up to 10 percent of the students as distinguished graduates in the field of strategy. All full-time military and civilian students are eligible. A panel comprised of the Commandant, the International Affairs Advisor, the Dean of Faculty, and the Dean of Students selects distinguished graduates. The panel considers students who have been identified as one of the top two in their seminar or who have distinguished themselves by the quality of their writing. In addition, each faculty member develops a rank order list of up to five candidates for consideration.

In academic year 1989-90, about 5 percent of the class graduated with distinction. In academic years 1990-91 and 1991-92, this figure was about 10 percent.

Glossary

Active Instruction	Teaching method that incorporates such things as reading, researching, writing, and attending seminars, thereby requiring student participation. This is in contrast to passive instruction, which refers to auditorium lectures, panels, symposia, and films.
Joint Professional Military Education	This education encompasses an officer's knowledge of the use of land, sea, and air forces to achieve a military objective. It also includes different aspects of strategic operations and planning, command and control of combat operations under a combined command, communications, intelligence, and campaign planning. Joint education emphasizes the study of these areas and others from the perspectives of the Army, Navy, Air Force, and Marine Corps.
Joint School	Joint PME from a joint perspective is taught at the three schools of the National Defense University. Two are located at Fort McNair in Washington, D.C., and the third is located in Norfolk, Virginia. For the most part, officers attending a joint school will have already attended an intermediate and/or senior service school.
Joint Specialty Officer	An officer who is educated and experienced in the formulation of strategy and combined military operations to achieve national security objectives.
Service School	One of the individual Army, Navy, Air Force, or Marine Corps intermediate or senior PME institutions.
Strategy	National military strategy is the art and science of employing the armed forces of a nation to secure the objectives of national policy by applying force or the threat of force. National security strategy is the art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives.

Related GAO Products

Professional Military Education (GAO/T-NSIAD-91-4, Feb. 5, 1991).

Marine Corps: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-88FS, Feb. 12, 1991).

Air Force: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-122BR, Mar. 13, 1991).

Army: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-121BR, Mar. 21, 1991).

Navy: Status of Recommendations on Officers' Professional Military Education (GAO/NSIAD-91-124BR, Mar. 25, 1991).

Department of Defense: Professional Military Education at the Four Intermediate Service Schools (GAO/NSIAD-91-182, June 13, 1991).

Department of Defense: Professional Military Education at the Three Senior Service Schools (GAO/NSIAD-91-202, June 20, 1991).

Military Education: Curriculum Changes at the Armed Forces Staff College (GAO/NSIAD-91-288, Sept. 19, 1991).

Military Education: Implementation of Recommendations at the Armed Forces Staff College (GAO/NSIAD-92-30, Oct. 21, 1991).

Military Education: Implementation of Recommendations at Industrial College of the Armed Forces (GAO/NSIAD-92-221, July 1992).

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